

***THE INNOVATIVE GOVERNMENT FOR NEW AUTONOM REGION: STRATEGY FORMULATION FOR THE DEVELOPMENT ACCELERATION OF NEW AUTONOM REGION BASED ON INSTITUTIONAL CAPACITY BUILDING AND EMPOWERMENT OF LOCAL COMMUNITY FOR CREATING GOOD GOVERNANCE***

By :

Feni Rosalia

Lecturer of Government Department, Social Politics Faculty, Lampung University  
Lampung, Indonesia  
feni.rosalia@fisip.unila.ac.id

Dian Kagungan

Lecturer of Public Administration Department, Social Politics Faculty, Lampung University  
Lampung, Indonesia  
dian.kagungan@fisip.unila.ac.id

Devi Yulianti

Lecturer of Public Administration Department, Social Politics Faculty, Lampung University  
Lampung, Indonesia  
devi.yulianti@fisip.unila.ac.id

***Abstract***

Domestic Foreign Affairs Ministry stated that the total number of new autonom region became 542. It consisted of 34 provinces, 409 regencies, 93 cities, 5 administrative cities and 1 administrative reGENCY. The normative reasons of forming a new autonom region were bringing the public service near to the community, shortening the distance between the government and the people, opening the job opportunities, providing the opportunities to build the local business and getting direct investors. The long term goal of this research was to create an innovative government. The data collection used interview and documentation. This research was done in April until November 2015.

The result showed that the local government had formed the good governance in giving the civil registration, public education and public health using the institution capacity building and community empowerment. The research suggested that the local government should keep doing the efforts needed to overcome the financial problem.

***Key Words: Innovative Government; New Autonom Region; Strategic Formulation, Acceleration Development; Institutional Capacity Building; Local Community Empowerment; and Good Governance***

## **HEADING 1**

### **INTRODUCTION**

One phenomenon that appears in autonomy was an increase in the number of new autonom regions. Since 2009 until today had been formed 524 new autonom regions comprising 33 provinces, 398 regencies and 93 cities bringing the total number of autonom regions in Indonesia until 2013 there were 542 new autonom regions, composed of 34 provinces, 409 districts, 93 cities, 5 administrative city and one administrative district, (Ministry of Domestic Affairs, 2013). The reasons establishment of new autonom regions were that the public service was closer to the community, shortened the reins of government, regulated the balance financial between local and central, opened up employment opportunities, providing local opportunities to develop the business and getting a direct investor to increase social welfare.

Results of research conducted by Rashid, Ryaas (2009) that 80% of the New Autonom Region were poorer after the separation from the previous, in addition there were many problems faced. There was also the issue of the imbalance between the amount of funds allocated and the results achieved in the construction of new autonom regions, the low institutional capacity problem and the minimum quality of personnel resources, in some new autonom regions were tend to have the conflicts. Furthermore, based on the results of the evaluation of the Domestic Ministry (2012) that 205 Autonom Region Recently, local governance, including the management of regional development, public participation and empowerment of local communities in development

activities area had not run well, also the public services and improving the competitiveness of regions did not balance as expected.

Based on the studies conducted by our team (2011), it was concluded that as new autonom region, Pesawaran was plagued by various problems, such as local governance, including the management of regional development, public participation and empowerment of local communities in development activities as well as the delivery of public services provided and increased power competitiveness of the region had not run as expected. The key to all of the above problems was that the New Autonomous Region must have the innovation strategy of targeted and simultaneous (Innovative Government) in order to accelerate regional development including good governance, increase public participation and empower the local communities in development activities, as well as public service delivery; which done in focus, coherence and efficiency to stimulate an increase in the quality of regional development and improve the competitiveness of new autonom regions in order to improve the welfare of society. Those could be achieved through institutional capacity building and empowerment of local communities as to create a strong competence bureaucrat, professional, responsive and efficient as a network, bureaucracy became a motivator actor in finding new innovations for managing the region, innovation in personnel management and as innovation improvement of public services in line with the stipulation of "Grand Strategy of Regional Structuring" and "Grand Design Reforms until 2025 by the Central Government.

### **1.1 The Aims of The Research**

The aims of the research were :

- 1) Creating Innovative Government Model in New Autonom Region in order to accelerate the development of new autonom regions based on institutional capacity building and empowerment of local community.
- 2) Creating a reliable bureaucratic organizations/competent, professional, responsive and efficient and bureaucracy becomes a motivator actor in finding new innovations for managing the region, innovation in personnel management and public service improvement and innovation in line with the stipulation "Grand Design Reforms 2010-2025" by the Central Government.

## **1.2 The Benefit of The Research**

The benefits of the research were :

- 1) Realizing the good governance in Pesawaran as a new autonom region through the reform of government bureaucracy as a base in realizing the objectives of the state in general and the local community in particular.
- 2) Identifying the problems of good governance in Pesawaran.
- 3) Formulating a policy framework for good governance based on the findings in the practice of governance issues in Pesawaran as well as providing advice on the preparation of good governance in Pesawaran.
- 4) Stimulating other regions in Indonesia to continue to make innovations for the progress of regional development.

## **HEADING 2**

### **RESEARCH METHODS**

#### **2.1 Research Approach and Type**

This research was a descriptive study with qualitative approach. Through descriptive qualitative approach, the researchers intended to conduct an objective representation of the symptoms present in the research problem, namely the Autonom Region Government The New Innovative Model : Strategy Formulation Development Acceleration-Based Autonom Region Strengthening Institutional Capacity and Empowerment of Local Communities In Order To Achieve Good Governance.

#### **2.2 Research Location**

The location of this research was in Pesawaran, Lampung, Indonesia as a new autonom region.

#### **1.3 Research Focus**

The focus of this research were:

- 1) Formulation of the strategy and innovation to accelerate the development in Pesawaran through institutional capacity building and empowerment of local communities in order to achieve good governance.
- 2) Implementation Performance Development Program in Pesawaran based on Reinforcement Institutional Capacity And Local Community Empowerment includes

output and outcome policy indicators (Ripley 1998 in Purwanto (2012: 106).

#### **1.4 Data Collection and Technical Analysis :**

Data obtained through field research, interviews and focus group discussions as Miles and Huberman in Sugiyono (2006) reported activity in the data analysis performed interactively and runs continuously until complete so that the data is already saturated. In qualitative research, the stages of data analysis includes data reduction, data display and verification/conclusion.

### HEADING 3

## RESULTS AND DISCUSSION

### **3.1 Formulation of the innovation strategies to accelerate the development in Pesawaran through institutional capacity building and empowerment of local communities in order to create good governance.**

As a new autonom region (DOB), Pesawaran has implemented four (4) local government functions, namely public service, policy-making, conflict management, and community empowerment:

#### 1. Public Service

In the development, the meaning of public service was not just a basic service, but it was more widely shared concerns and interests of users and the recipient of the service, so it was widely known as "Public Service". From empirical experience in the field, expansion of the range of service targets and service system was expected to foster the creativity of local governments to improve the quality of public services in order to achieve the level of satisfaction and public confidence. The word "creativity" that often grew the latent potential that actually gave rise to policies that increased the burden on the local community, which did not necessarily guarantee an increase in the service itself. Recognized or not, the implementation of regional autonomy and actualization greatly affected the performance of public service which was always felt by the public.

One policy area that was very obvious was the arrangement of Organizational Structure and Work, together with the central policy of the echelon officials in the area. It has brought changes in the increase in allowances for the stakeholders of the bureaucracy in the area. Unfortunately, the general allocation fund, which often "debate" among local and central levels, still recorded 99.99% would be used to meet the payroll of personnel in the area, plus allowances that rise due echelon. Absorption of this fund by many parties/ governments were often questioned the merger of salaries/allowances of employees into one package in general allocation fund. Although with allocations for public service programs, were always marginalized despite autonomy. The conditions in each region of course, vary according to the financial capability to finance the construction. The same condition occurs also in Pesawaran of which the composition of the regional financial highly dependent on the general and particular allocation funds majority for personnel expenses from salaries, benefits, facilities and so forth. Then those became the weak point such as the limited ability of local governments to explore the sources of local revenue, until recently Pesawaran has not shown the ability to dig full local revenue.

## 2. Policy Making Process

Regarding the policy-making process, at least divided into two major parts, namely (1) the policy-making at the level of society, for example how public involvement in policy-making processes from upstream to downstream; and (2) policy-making at the level of legislation or political, at this level of policy-making is complicated due to the influence of the political elite of human resources, political interests, conflicts and political legitimacy.

The development process after the reform has experienced a change of patterns, which used to be centralized "top down" is now decentralized "bottom up". Related to the policy-making process in Pesawaran, it could be seen from the process of preparation of the Provincial Regulation on revenue and Expenditure Budget. Formally designing development



programs in both districts together with other areas known to Jaring Jaring Asmara or community views. Stages of the policy process starts from the village planning meeting, followed by meetings at district level and last held the Development Planning Meeting (Musrenbang). District level which was attended by representatives (SKPD) in the Government of the District. Musrenbang of this district was the continuation of the implementation of Musrenbang village and sub-district level had been completed. Based on Musrenbang in 2013 conducted by the local government of Pesawaran emphasis on accelerating the process of regional development through improved quality and equity of education, health care, infrastructure improvement and community empowerment towards a Prosperous Pesawaran. In addition, the development priorities of Pesawaran in 2013 were focused on:

- a. Improving the quality of education, health care and community development and the realization of a harmonious society.
- b. Improvement of basic infrastructure and rural infrastructure.
- c. Increasing development community economy based on agriculture, fisheries, industry, commerce, cooperatives, labor and tourism.
- d. Optimizing the management of natural resources, preservation of the environment and spatial planning.
- e. Improving Implementation of good and responsible governance.

### 3.Conflict Management

Related to conflict management as part of the indicator of regional administration in the area of the division that surfaced is political conflict, there are at least three patterns of conflict in the government, namely: (1) Conflict vertical and provincial governments; (2) Horizontal conflict between the mayor, with the legislature; and (3) Conflict with the local Head. Related to the selection pattern of conflict in areas of the division and the tendency of

decentralization, namely: first, the relationship patterns of regional head (Bupati) with the Governor who tends to be not harmonious. This condition occurs in Pesawaran last year. This phenomenon did not only occur in Pesawaran, but in almost all district/cities. Some of the factors that influence it were: (1) understanding of the government structure, where many regional head position that the governor was an arm of the central government did not have hierarchical relationship; (2) An understanding of each regional head of economic and regional development concept that put the development of integration aspects were part of the Establishment of the organizational structure of government; and (3) the existence of political competition in an area that was not healthy, ranging from inter-party competition to competition or conflict group/groups and even families. Some of the descriptions above are part of the factors that influence the relationship of each level of the organization in the community.

Second, the conflict between the Regional Head of the Parliament. The pattern of this conflict occurred after the first election in Pesawaran, elected Regent of the stretcher and was supported by Democrats, PKB, PKPB, PPP, and the UN won in the elections as much as 30.50% of the vote. Although constitutionally had already won the election, but the vote was a minimum acquisition vote, where the minimum threshold to win the election was 30% of the vote. The results of the political aspect was certainly less profitable, because the political legitimacy of these results was less than the maximum.

#### 4. Community Development

Pesawaran has a mangrove forest areas, especially in Sub Punduh Pidada and Padang Cermin. One community development activities in general in the form of activities to increase community participation in conservation of mangrove was done gradually, either by physical program as well as the program as non-physical. This was done based on the character of the people who always want to have directly and quickly benefit as possible. The

purpose of this program was to increase the income of the people in the village, through a physical program (breeding duck, aquaculture ponds Paluh nature, fish processing, manufacture of sugar palm, fish cultivation of African catfish, tiger shrimp), increase community participation in the preservation of mangrove, increase the productivity of the mangrove areas, preserve the shoreline and prevent coastal erosion, improve the ability and skills of the people in the techniques of fish processing, manufacture of sugar palm, and encourage the role of institutions in existence (LKMD, Youth Organization) in mobilizing people to take part as well as in the preservation of research results from Yuni Ratnasari (2012) that people in the area of mangrove forests had been involved in environmental protection activities and community empowerment programs that included to increase family incomes through the creation of industry-based household mangrove trees. Only it turned out the involvement of local government as one of the stakeholders in this program to be not so maximum. It was very unfortunate for one of the programs that was predicted by local government in Pesawaran was to strengthen the coastal region by involving all coastal communities through programs of economic empowerment.

The efforts to empower the need to open access for the people to resources their owned strategic areas either in the form of natural resources, revenue (PAD), the state budget and so on. The open access as an attempt to have each other as well as a variety of expediency and involve in the planning work programs. Thus, there was popular participation of a number of strategic resources that exist, this was included the planning, implementation, evaluation and control.

### **3.2 Implementation Performance Development Program in Pesawaran Based on Strengthening Institutional Capacity and Local Community Empowerment**

**includes: output policy indicators and indicators of policy outcome (Ripley 1998 in Purwanto (2012: 106), namely:**

### 3.2.1 Output Policy Indicators includes:

#### a. Access

Various development programs were carried out in Pesawaran as New Autonomous Region, among others, there were included the development program in the field of infrastructure. Road development program, for example, was a program that implemented with the objective of capable road infrastructure to provide access to the entire community in Pesawaran. Road user community at Pesawaran could already feel a variety of convenience and benefits to wake up and connect the access to various areas in Pesawaran through the construction of road infrastructure (in accordance with the Mission of Pesawaran namely: Maintaining and Improving infrastructure and rural development) Development in the field of non-physical (health and education for example, could be seen in the following area :

1. Early Childhood Education Program
2. Compulsory Nine-Year Basic Education
3. Secondary Education Program
4. Non-Formal Education Program
5. Management Education Services Program
6. Quality Improvement of Teachers and Education Personnel Program

#### b. Coverage

Various development programs in Pesawaran both physical and non-physical had covered the whole of society in Pesawaran. Even to remote rural areas, in order to improve

the carrying capacity and quality of physical infrastructure base in each of the districts. Equitable availability of physical infrastructure base across the region in Pesawaran the basic capital growth and the development of local and regional economies as well as the acceleration of public welfare.

#### c. Service Accuracy

The accuracy of service in the health sector, for example :

1. Increased health status of mothers, newborns, school age and adolescence, reproductive childbearing age and elderly Implementation of education and training of health care of elderly.
2. Increased Assisted by Health Workers in Healthcare Facilities Increased awareness of family nutrition in an effort to improve the nutritional status of the community, especially in pregnant women, infants and toddlers.
3. General Implementation Providing additional food and vitamins.

#### d. Accountability

Accountability could be seen through :

1. Increased Performance Achievement Reporting System Development and Finance.
2. Preparation of budget realization reporting increasing public participation in local governance.
3. Formation and Work Meeting Bureaucracy Reform of Pesawaran.

#### e. The Right Program

Various development programs in Pesawaran both physical and non-physical development had been adapted to the needs of society.

### 3.2.2 Policy Outcomes Indicators

Policy outcome indicators to assess the impact of policies, basically related to changes in community conditions and the target group policy or program, from initial conditions undesirable leading to new and better conditions. Various development programs in Pesawaran basically had given a much better condition than the condition of the people before the new autonom region. The public service, for example:

1. Increasing the quality of public services with the use of data and information technology.
2. Updating Data from General Inspector Domestic Ministry to Cover the program of local government.
3. Realizing the Pilot Project Network Development of Post Telecommunications and Broadcasting as the implementation of socialization of post telecommunications and broadcasting.

## **HEADING 4**

### **CONCLUSION AND RECOMMENDATION**

#### **4.1 Conclusion**

The conclusion of our study was that Pesawaran had implemented four (4) local government functions, namely public service, policy-making, management conflict, and community empowerment:

##### **1. Public Service**

- a.** Public service in administration could be shown in the field of population and civil registration.
- b.** In education filed, the local government gave teacher training courses, training of functional personnel, upgrading the management principals and heads of administration to improve the quality of education, the implementation of the program of life skills in all schools, increasing the development for new building, new classrooms and rehabilitation school buildings, improving education facilities such as the provision of education tools and laboratory instruments in all types of education.
- c.** In the field of public health, the local government improved the performance in the implementation of health development programs, the professionalism and quality of health workers in order to improve the quality of public service delivery, improved advocacy for Local Government and Provincial Health Office and the Ministry of Health to improve the fulfillment of resources, especially health financing, improving empowerment of communities.

##### **2. Policy Making Process**

Policy making process were focused on :

- a. Improvement of the quality of education, health care and community development and the realization of a harmonious society.
- b. Improvement of basic and rural infrastructures.
- c. The increase of development community economy based on agriculture, fisheries, industry, commerce, cooperatives, labor and tourism.
- d. Optimizing the management of natural resources, preservation of the environment and spatial planning.
- e. Improvement of the Implementation of good and responsible governance.

### 3. Conflict Management

Conflict management as part of the indicators of regional administration in the area of the division that surfaced was the political conflict, there were at least three patterns of conflict in the government, namely: (1) Conflict vertical and provincial governments; (2) Horizontal conflict between the mayor, with the legislature; and (3) Conflict with the local Head Deputy Head.

### 4. Community Empowerment

Pesawaran has a mangrove forest areas, especially in Punduh Pidada and Padang Cermin. One community development activities in general in the form of activities to increase community participation in conservation of mangrove is done gradually, either by physical program as well as the program non-physical. The purpose of this program was to increase the income of the people in the village. through a physical program (breeding duck, aquaculture pond, fish processing, manufacture of sugar palm, fish cultivation of African catfish, tiger shrimp), increase community participation in the preservation of mangrove, increase the productivity of the mangrove areas, preserve the shoreline and prevent coastal erosion, improve the ability and skills of the people in the techniques of fish processing,



manufacture of sugar palm, and encourage the role of institutions in existence in mobilizing people.

5. Implementation Performance Development Program in Pesawaran Based on Strengthening Institutional Capacity and Local Community Empowerment includes: output policy indicators as well as indicators of policy outcome.

The output policy indicators include:

a. Access

It was shown in the development program in the field of infrastructure. Road development program, for example, is a program that is implemented with the objective of road infrastructure capable of providing access to the entire community Pesawaran District.

b. Coverage

Various development programs in Pesawaran both physical and non-physical has covered the whole of society Pesawaran. Even to remote rural areas, in order to improve the carrying capacity, capacity, and quality of physical infrastructure base in each of the districts.

c. Service Accuracy

The accuracy of service in the health sector, for example increasing health status of mothers, newborns, school age and adolescence, reproductive childbearing age and elderly, the implementation of education and training of health care of elderly. Increasing awareness of family to improve the nutritional status of the community, especially in pregnant women, infants and toddlers, and society. General Implementation Providing additional food and vitamins

d. Accountability

Increasing performance achievement reporting system development and finance, Preparation of budget realization.

Increasing public participation in local governance.

e. The Right Program

Various development programs in Pesawaran both physical and non-physical development had been adapted to fulfill the needs of society.

The indicators of policy outcomes could be seen from policy outcome indicators to assess the impact of policies basically related to changes in community conditions. Pesawaran had given a much better condition than the condition of the people before the new autonom region.

#### **4.2 Recommendation**

The recommendations from the results of our research was that as a new autonomous region, Pesawaran should try to provide other forms of public service excellence to the community, as stated in the vision and mission of the district. Although in one hand the budget for public services is reduced compared to the expenditure needs but Pesawaran should seek to address the issue of budgeting does not affect the provision in forming public service to the community and restrict the creativity of local governments to innovate, because with unmaximum capacity of the budget, it does not mean having the weak capacity of governance.

## REFERENCES

Dokumen RPJM dan RPJP Kabupaten Pesawaran Tahun 2014

Hakim, Lukman. (2013). *Moratorium Pemekaran Daerah*. Artikel. Bandar Lampung : Lampost.

Hutagalung, Simon. (2012). *Pemerintah Daerah Yang Berinovasi*. Artikel. Bandar Lampung :  
Lampost.

Kagungan, Dian. (2011). *Model Formulasi Kebijakan Reformasi Birokrasi Pemerintah Daerah Otonom Baru Melalui Pemberian Pelayanan Publik Yang Berwawasan Good Government dan Clean Governance*. Hasil Penelitian. Universitas Lampung.

Lakip Kabupaten Pesawaran Tahun 2014

Lampung Barat Terima *Innovative Government*. (2012, 9 Oktober). Lampost.

Lembaga Administrasi Negara Republik Indonesia. (1996). *Sistem Administrasi Negara Republik Indonesia*. Jakarta : PT. Toko Gunung Agung.

Ma'Arief. (2012). *Model Pembaharuan Tata Kelola Pelayanan Publik Di Kota Bandar Lampung*. Hasil Penelitian. Universitas Lampung

Milles, Mathew.B dan Huberman, A. Michael. (1992). *Analisis Data Kualitatif*. Penterjemah Tjetjep Rohendi. Universitas Indonesia. Jakarta

Moleong, Lexy. (2000). *Metode Penelitian Kualitatif*. Bandung :PT.Remaja Rosdakarya.

Muluk, Khairul. (2007). *Menggugat Partisipasi Publik Dalam Pemerintahan Daerah*. Jakarta : Banyumedia Publishing.

Mulyana. Nana. (2009). *Model Penghantaran Pelayanan Publik Pada Daerah Otonom Baru*. Hasil Penelitian. Universitas Lampung

Neta Yulia. (2012). *Model Tata Kelola Pemerintahan Yang Baik Di Daerah Otonom Baru*. Hasil Penelitian. Universitas Lampung

Pesawaran Dalam Angka, Tahun 2014

Prasojo, Eko. (2007). *Perkembangan Ilmu Administrasi dan Implikasinya pada Pendidikan Tinggi Abad 21*. Seminar dan Lokakarya Nasional Reformasi Pendidikan Tinggi Ilmu Administrasi Abad 21, Kerjasama Persadi, FIA Unibraw, dan BKLPIAI. Malang.

Ratna Sari, Yuni. (2012) *Model Pemberdayaan Masyarakat Pesisir Pulau Pahawang Kabupaten Pesawaran*. Hasil penelitian. Universitas Lampung, Tidak di publikasikan

*Meluruskan Tujuan Pemekaran Daerah*. (2008, 4 November). Radar Lampung.

Suyono, Haryono. (2007). *Pemberdayaan Masyarakat Mengantar Masyarakat Mandiri*. Jakarta : Grasindo.

